

## J. LAND USE

The City of Calais is located in the eastern portion of Washington County, approximately 100 miles east of the City of Bangor. It is bordered by Baring Plantation to the west, and the towns of Charlotte and Robbinston to the south and southeast, respectively. The City of St. Stephen in New Brunswick, Canada lies to the north across the St. Croix River.

The total land area contained within the corporate limits is 23,699 acres or 37.03 square miles. The population of the City has decreased from 4,262 in 1980 to 3,963 in 1990, and 3,447 in 2000 resulting in a population density of 115 persons per square mile.

Approximately 90 percent of the land area of the City is forested, and 10 percent is urban. Development in the City is heaviest in and around its business core and along Route 1. Growth has been greatest within and near the urban area. Land equipped with public water and sewer services is available within two out of the three proposed Pine Tree Development zones and an extension of both is proposed for the third. Recent development that has occurred outside water and sewer service areas has been primarily on land with river and lake frontage.

### PAST DEVELOPMENT TRENDS

The existing downtown is compact and highly urbanized reflecting a much denser concentration of commercial and residential structures associated with wharves along the waterfront at the turn of the 19<sup>th</sup> to 20<sup>th</sup> centuries. Incorporated as a town in 1806 and as a city in 1851 Calais experienced its greatest level of economic activity and population over a hundred years ago.

In the mid 1850s lumber was the chief industry but other businesses included a shoe factory, a wool pulling concern, a tannery, a granite works, the plaster mill, three box factories, two grist mills, a brick yard, a foundry, machine shops, several ship yards, a marine railway, dry docks, a sail loft, and several large lumber mills. Other commerce at the turn of the century included nine hotels, two public opera houses, a business college, twelve churches, thirteen schools, eleven fraternal orders, a public library, and an electric street railway.

From its peak in 1900, the population of Calais has declined in each successive decade. Shipbuilding, a major industry in Calais, ended with the introduction of steel hull ships. The last clipper ship was built in Calais in 1891. Thus, the primary source of capital for this region was slowly being transferred from Calais down the eastern seaboard to the fast growing urban centers further south. The population of Calais mirrored that of the nation with the shift from rural to urban areas.

However, the international border in Calais continues as a source of development vitality. Today, Calais is the sixth busiest port on the U.S.-Canada border and is dominated by retail, service, and construction businesses. The city has historically been a city of commerce and is still the primary shopping center of eastern Washington County and Charlotte County, New Brunswick. While there is a wide variety of retail stores in Calais the success of large department stores on highway

commercial strips has robbed Main Street of some of its vitality. Commercial and second floor residential vacancy in the downtown is high except where there is handicapped accessibility and a solid record of maintenance.

The impending construction of the third bridge and the associated loss in traffic will not improve this situation. As the retail environment has declined along Main Street, many retailers have felt the pressure to relocate to Route One (North St.).

City officials and local development groups have anticipated these dynamics and successfully garnered grant and program income to study and revitalize the waterfront and downtown area including program income from a CDBG investment fund to prepare a Conceptual Master Plan for the Calais Waterfront in 2002. In addition, funds from a CDBG Downtown Revitalization grant (\$400,000.00 granted in 2003) and the Municipal Investment Trust Fund (\$500,000 in 2003) will be used in a series of downtown public improvement projects to remove the vacant, burned, under utilized and/or non-historic buildings from downtown. In their place the city will create parking and green space to open the historic part of downtown to the river. Plans include landscaping, buried utilities, pedestrian walkways, retaining walls, and ADA accessibility between Main Street and the river and Downeast Heritage Museum.

Calais has also designated three Pine Tree Development Zones within the core of the city, depicted on Maps 2 and 3, to support new development within the city center.

Year-round residential land uses are concentrated in and around the urban area. There are also concentrations of year-round residences along Hardscrabble Road, Carson Road and Shattuck Road. Seasonal residences are located around the lakes and along the river.

## EXISTING LAND USE PATTERN

The existing land use pattern in Calais has not changed considerably since the 1992 Comprehensive Plan was written and adopted.

Land use is described in Table J-1 Existing Land Cover and on several maps in this document including Map 2 – Public Facilities, Map 3 – Public Facilities – City Center, Map 6 – Land Cover (from which the data in Table J-1 is derived) and Map 12 - Existing Zoning. The source data for Map 7 is 1993 satellite imagery and is a little out of date with respect to developed land but essentially reflects current conditions. It is however inaccurate with respect to a few items. For instance Bear Hollow Road does not have houses on it. Rather the satellite imagery appears to be picking up gravel pits and the road itself.

Table J-1 – EXISTING LAND COVER

Land Cover	Acreage	Percentage
Bare Ground	22.91	0.09%
Cultivated Land	47.15	0.18%

Land Cover	Acreage	Percentage
Developed Land	1031.46	4.03%
Forest - Coniferous	1774.93	6.93%
Forest - Deciduous	4312.44	16.84%
Forest - Mixed	11188.64	43.69%
Grassland	860.22	3.36%
Swamps/Wetlands/Open Water	6370.92	24.88%
Total	25608.66	100.00%

Source: Land Cover and Wetlands of the Gulf of Maine. U.S. Fish and Wildlife Service, Gulf of Maine Program and MEGIS 1993

Subdivision activity in Calais in the last 5 years has been minimal. Only one subdivision has received approval, Higgins Farm, for 6 lots that are 2 to 2 and ½ acres each. Two are now developed. Another subdivision for about 20 lots near the hospital was approved 10 years ago and now only half developed. A third subdivision on Nashs Lake was approved over 10 years ago and has been developed with 6 camps in the last 5 years.

Building permit data indicate a modest amount of new construction and a very high level of renovation for additions, decks, sheds and so on. This is consistent with a city with an aging housing stock much of which is worthy of restoration, located within historical neighborhoods and walking distance from city services.

Commercial and industrial development has occurred on the arterials within the city center including the Wal-Mart and Shop 'n Save shopping center on South Street and numerous retail, service and professional buildings on North Street all the way up to Baring Street in Milltown. Uses have changed in the industrial park in the last 10 years but with no overall decrease in site utilization. Along River Road the Washington County Community College has expanded with a new administration building and the high school is being renovated and expanded to accommodate the middle school grades who are no longer using the Middle School in the city center.

## DEVELOPMENT PRESSURE

There is very limited residential development pressure in Calais. Increases in population and school enrollment since the 2000 census have resulted in an active real estate market for homes in the higher end of the scale. Retirees, newcomers associated with increases in staff at the International border and those who can tele-commute to other regions of the country and world are choosing Calais for the long term. This interest is putting pressure on the sale of shorefront property and also increasing the renovation of older properties within the city. A great deal of renovation and expansion has occurred on existing housing within the city. But there are still many properties available in the \$50,000 and less category. There was very little subdivision activity in the last 5 years. However lots that have fresh or coastal waterfront move quickly.

As several national chain stores with franchise stores in Calais have gone bankrupt they were replaced by other retail establishments. Thus commercial buildings do not stay empty within the

city. However, local developers and brokers are waiting to see what the development opportunities will be from the new international bridge.

## ANTICIPATED FUTURE DEVELOPMENT TRENDS

There are several positive indications of an improved and diversified economic base in Calais. New inspection and inter-modal facilities are anticipated in association with the new bridge as well as homeland security and, potentially, agricultural inspection facilities. It is not clear yet how many residents will be employed by this activity. Expanded inter-modal and shipping operations will be linked to increasing activity in Eastport whose port is now the second busiest in Maine. The Eastport Port Authority reported its best year in 2003, shipping out 323,786 tons.

The city seeks to strike a balance between the opportunities posed by the construction of the bridge, and of development near it, and retaining the vitality of existing businesses within the city and downtown. To this end commercial development near the bridge should be related to transportation and international commerce. Access management rules need to be strictly applied so that commercial traffic is not bottle-necked along Route 1. Signage should also indicate that the new bridge route is for commercial truck traffic with limited services and clearly direct traffic coming from Route 1 and 9 into the city in order to obtain services and reach another international bridge.

In recent years, LNG projects have been proposed for the Downeast Region. The City seeks to locate one of these facilities within its bounds.

Several efforts to improve the downtown area are noted in this and in the Economics and Employment chapter of the plan. Education and coordination is also occurring among entrepreneurs and non-profit organizations to increase tourism and the creative economy. These efforts are geared toward maximizing the potential of the city's waterfront, historic past and the Downeast Heritage Museum.

## PRESENT LAND USE REGULATIONS

The city of Calais revised and adopted a comprehensive set of Land Use Codes in 1996 including the ordinances on zoning, subdivisions, floodplain management, shoreland zoning, business district revitalization, street opening and culvert, holding tanks, and telecommunication tower siting. The Land Use code also includes a building code.

Numerous strategies adopted in the 1992 Comprehensive Plan were implemented when the ordinances were updated in 1996. These strategies implemented a policy to encourage growth and development in and adjacent to urban areas where there is access to services by:

Permitting greater residential densities within the R-1 and R-2 districts and adjusting other standards to permit more flexibility in the siting of multi-family dwellings; reducing setback requirements in the R-1 and R-2 districts to permit the development of condominiums, townhouses, apartments and other buildings that share common walls; revising other dimensional requirements (i.e. minimum frontage, setback, lot coverage, etc.) to make them compatible with the

existing development; allowing accessory apartments in larger homes that might otherwise be expensive to maintain or heat; relaxing density and dimensional requirements for affordable housing and cluster developments where permanent open space is provided and developments that are located on water and sewer within the urban districts; and reducing the minimum lot size for single family homes in areas where lots are traditionally smaller than 10,000 square feet.

Other strategies provided for transitional growth areas adjacent to existing urban areas to allow for future residential and light industrial growth. As a result the R-3 and C-3 districts were expanded along Route 1 between the existing urban area and Hardscrabble Road. In 2004 the city continues this policy by recommending the extension of sewer and water services to this area.

Rural area designations were also clarified to include resource protection and rural areas. Within the rural residential areas developers of 5 or more lots were required to submit two sketch plans showing conventional and cluster plans with density bonuses given to cluster plans. In the Rural Residential and Farming (R-4) district the zoning ordinance also clarified permitted uses by:

limiting permitted uses to forestry, agriculture and related uses, single-family dwellings and manufactured housing, and home occupations; limiting special exception uses to outdoor recreational facilities; sand, gravel and earth removal; campgrounds; owner-operated grocery stores; and other similar uses; increasing the minimum lot size to 1 acre; and requiring that subdivisions of 5 or more units planned for a location on a numbered highway so that multiple driveways do not enter directly onto the highway and impede traffic flow.

Finally the standards in the site plan and subdivision ordinances were revised to make them clearer as more definitive by:

Including performance standards that cover buffers, storage of materials, preservation and maintenance of open space, extractive activities, amusement centers, boat/trailer storage, campgrounds, gasoline service stations, hotels/motels and inns, multi-family dwellings, mobile home parks, and noise control; site plan review requirements consisting preservation of landscape, traffic flow, access to and into the site, internal vehicular circulation, pedestrian circulation, environmental standards, open space requirements, water supply and sewage disposal, and landscaping and waste disposal; subdivision standards that address erosion control and stormwater drainage, impacts on City services and on natural and cultural resources, financial and technical capacity, cluster development, buffers, and impacts on highways; and performance guarantees and other ordinance provisions to assure that developers provide adequate facilities for their development.

These ordinances will be reviewed and revised to meet the requirements of Comprehensive Planning and Regulation Act for consistency with the 2004 Comprehensive Plan update. An examination of existing ordinances is a necessary next step if the goals of increasing industrial and Pine Tree Zone development, re-invigorating downtown and ensuring affordable housing for residents are to be achieved.

Shoreland Zoning Ordinance (Maine *Land Use Laws*, 1992) - Shoreland areas include those areas within 250 feet of the normal high-water line of any great pond, river or saltwater body, within 250 feet of the upland edge of a coastal or freshwater wetland, or within 75 feet of the high-water line of a stream. The city of Calais received approval from the DEP for the latest revision to its Shoreland Zoning Ordinance in 2002.

Currently the local Shoreland Zoning Ordinance contains the following districts:

Resource Protection (RP)

Limited Residential-Recreational(LR)  
General Development (GD)  
Stream Protection (SP)

The Shoreland Zoning Ordinance should be amended to provide for one or more General Development II districts to accommodate development in those areas that are identified in this Plan for new commercial and industrial development.

Floodplain Management Ordinance - Calais updated its floodplain management ordinance in December of 2000 and is a participating member of the National Flood Insurance Program thereby agreeing to comply with the requirements of the National Flood Insurance Act of 1968 (P.L. 90-488, as amended).

Several existing land use regulations that municipal boards and officials must follow are listed below. Regulations change over time and it is the responsibility of municipal officers to keep up with these changes.

MDOT Access Management (17-229 Maine Administrative Rules Chapter 299, Part A and B) - The Act specifically directs the MDOT and authorized municipalities to promulgate rules to assure safety and proper drainage on all state and state aid highways with a focus on maintaining posted speeds on arterial highways outside urban compact areas. The law also requires that the rules include standards for avoidance, minimization, and mitigation of safety hazards along the portions of rural arterials where the 1999 statewide average for driveway related crash rates is exceeded. Those rural arterials are referred to in the rules as "Retrograde Arterials".

There are no such retrograde arterials in all of Washington County but access management along State Route 1 is essential to ensure that commercial and international border traffic is not compromised by unregulated accesses that decrease the posted speeds.

The local plumbing inspector enforces the Maine State Plumbing Code – regulating the installation of plumbing fixtures and septic systems in accordance with the Maine State Law and the Subsurface Wastewater Disposal Rules and Regulations.

The state electrical inspector enforces the National Electrical Code requiring all electrical work in Calais to be consistent with applicable portions of the National Electrical Code.

The local building inspector enforces the BOCA - Building Officials Code of America (adopted in 1996) which includes the NFPA 101 – National Fire Protection Association regulations pertaining to Life Safety, Ingress, Egress and capacity provisions. The International Building Code (IBC) will be adopted in the future per State requirements.

## **AREAS UNSUITABLE FOR DEVELOPMENT**

There are areas within Calais that require special consideration based on the potential

environmental impact that can result from various land use activities. In these areas stricter regulation or, in some circumstances, prohibition may be called for to avoid problems for both people and the town's natural resources. These areas include:

Floodplains - Flood prone areas are where flooding is frequent and can be severe. All construction must conform to the Calais Flood Hazard Development Ordinance. All uses are allowed if constructed properly. By definition, residential, maritime activities and businesses can locate in flood prone areas and construction standards must take these risks into account.

Water Resources/Wetlands - Areas that fall under the Shoreland Zoning Laws. Development in these areas is restricted and may require review and approval by the pertinent State Agencies.

Wildlife Habitat/Conservation - Areas that fall under the provisions of the applicable mandated legislation. Development in these areas is restricted and may require review and approval by the pertinent State Agencies.

Unsuitable Soils - Areas with limited development potential because of poor soils. Larger lot sizes are often required in order to meet the requirements of the Maine State Plumbing Laws.

Slope - Areas that have a slope greater than 15 percent that preclude extensive development because of problems with erosion, runoff, and construction limitations such as allowable road grades, suitability for septic sewage disposal, and stability of foundation. Also, the Maine Plumbing Code does not permit septic systems on a slope greater than 25 percent.

## PROPOSED LAND USE DISTRICTS

Growth management legislation requires the designation of growth and rural areas in comprehensive plans. The designation of growth areas is intended to direct development to areas most suitable for such growth and away from areas where growth and development would be incompatible with the protection of rural resources. In addition, growth areas are located close to municipal services to minimize the cost to the municipality for their delivery and maintenance. The designation of rural areas is intended to protect agricultural, forest, wildlife habitat, scenic areas, and other open space areas from incompatible development and uses and for the enjoyment and sustainable use by the people.

Calais will follow the two general growth and rural designations that were established when the 1995 Comprehensive Plan was adopted. ~~These areas are shown on Map 13 - Future Land Use,~~ at the end of this section, shows these areas including the areas that should now, or may in the future, be included in the proposed Marine Industrial Zone (and related General Development II District).

### Growth Areas

The purpose of the land use plan and map is to identify areas of appropriate size and location to



accommodate future growth. The proposed land use plan does not identify specific parcels. Only detailed site-specific analysis can determine land suitable for development and at what densities. In addition, the comprehensive plan has not assessed the individual landowner's desires to sell their land for development, to develop it or to leave it undeveloped. Proposed Growth and Rural areas are shown on **Maps 13: Proposed Land Use and 13b: Proposed Land Use – City Center** and are very similar to those proposed in the 1995 Comprehensive Plan and adopted in the 1996 zoning ordinance.

**Urban Residence (R1)**

Well established neighborhoods within the city center primarily single family dwellings and low-density multi-family residential uses. Other permitted uses allowed if harmonious with a traditional pattern of residential development. Lot area minimum is 10,000 square feet or 20,000 if not on public sewer.

**Urban Residence and Mobile Home (R2)**

Neighborhood residential development within the city center with a greater variety of housing types than other residential zones including mobile homes, mobile home parks, congregate care, and multi-family units. Lot areas minimum is 10,000 square feet or 20,000 if not on public sewer.

**Commercial and Institutional (C1)**

Commercial uses to which the public needs easy and frequent access. Centrally located within the city center with concentrations of commercial development, professional services and public services. There are no minimum lot area requirements in the C1 district. All are served by public water and sewer and within easy walking distance of municipal parking areas.

**Retail and Service (C2)**

Commercial uses requiring large lot areas and immediate access to the area highway system such as shopping centers, drive-in facilities and auto sales and services. There is no minimum lot area in the C2 district. All are served by public water and sewer but much of the district is beyond easy access to public parking. Therefore a minimum lot size of 40,000 square feet is recommended.

**Highway Commercial (C3)**

Commercial development in primarily undeveloped areas for uses which require highway access and large lots of land. Lot area minimum is 40,000 square feet.

**Industrial (I1)**

Areas located in proximity to transportation and municipal services and where other conditions are favorable for industrial development but are not in conflict with residences and businesses. Lot area minimum is 40,000 square feet.

**Light Industry, Wholesale and Transportation (I2)**

Areas conveniently located to transportation facilities for business activities which require extensive land area but do not require close proximity to the residential and commercial areas of



the community or urban services. Locate to minimize conflict with residential or other businesses and reduce traffic congestions in those areas. Lot area minimum is 40,000 square feet.

### **Marine Industrial (I3)**

Areas conveniently located to tidal waters and where other conditions are favorable for marine dependent industrial development.<sup>1</sup>

### **Rural Areas**

The Rural Areas consists of those areas in Calais where limited new development will take place and where existing resources will be protected including forested lands, critical habitat, wetlands, scenic areas, and open space - land uses generally incompatible with intensive development. The land use districts proposed in the rural areas are described below and shown on **Map 13-Future Land Use**, at the end of this section.

#### **Rural Residence**

Rural housing is areas of the city lacking urban services. Forms a transitional area between higher density city center and majority of remaining land area with rural and agricultural or forestry uses. Minimum lot area is 20,000 square feet.

#### **Rural Residence and Farming**

Encompassing most of the area outside of the urban center, this district is intended for the kinds of uses which have predominated in rural New England; forestry and farming, farm residence, and a scattering of varied uses not inconsistent with a generally open, non-intensive pattern of land use. Public sewer and water is not feasible and lot area minimum is 40,000 square feet.

#### **Resource Protection**

Shorefront areas subject to floodings and other areas in which development would adversely affect water quality, productive habitat, biotic systems, or scenic values.

#### **Recreation and Open Space**

Undeveloped public lands that provide opportunities for walking, outdoor recreation, public access to surface waters.

## **LAND USE AND ZONING PERFORMANCE STANDARDS**

Preserving and protecting the character of the city is vital to the continued stability of the local economy and to the well being of its residents. This can be done by encouraging growth in some areas and discouraging it in others, by clearly designating areas to be devoted to business and industry; other areas where a mixture of uses would contribute to the vitality of the city; and still

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<sup>1</sup> Updated natural resource maps added as Appendix M in support of amendments relative to Marine Industrial Zone (I-3). Additional information in support of these amendments may be found in Appendices G-J, inclusive and Appendix N.

others areas where various types of housing will be encouraged.

To be fair and effective ordinances need specific standards and clear definitions. They must also meet the minimum requirements of state law and be consistent with the recommendations of the comprehensive plan. The comprehensive plan provides the legal basis for enacting the ordinances, and their consistency with the plans, goals, and policies will be a major consideration in the event that the ordinances are subject to a legal challenge.

Therefore any revisions to the zoning ordinance will: (1) create a user friendly application and permitting process; (2) assign clear responsibility for review and approval to code enforcement; (3) develop clear and consistent guidelines for obtaining approval; and (4) require the use of soil, floodplain, and wetlands maps in conjunction with future development.

The city of Calais will review and revise its zoning ordinance to ensure that it continues to protect and preserve natural resources, property values, public safety including fire protection, health and welfare, provides for affordable housing and housing that is affordable, and ensures the proper development of the city. The city will monitor new residential development in the growth and rural areas of the city. Calais' goal is to have 70% of the new residential construction in the city to occur in the designated growth areas. If the percentage of residential development in the growth area drops below this goal within any 24 month period, the City Council will appoint a committee to review the zoning ordinance, subdivision ordinance, and other non-regulatory policies and make recommendations for changes to strengthen these items within 9 months of being approved.

The following table describes public issues or concerns and the associated performance standards that will guide revisions to the zoning ordinance:

<b>Public Issue or Concern:</b>	<b>Performance Standard:</b>
<i>Access Requirements</i>	In keeping with state access management regulations (17-229 Maine Administrative Rules Chapter 299, Part A and B, and as subsequently amended), minimize the creation of strip development within the community, and minimize the creation of road hazards.
<i>Buffer Provisions</i>	Minimize the negative impacts of inconsistent development and protect water resources, wetlands, and wells
<i>Conversion</i>	Regulate the conversion of existing structures into multi-family dwellings, to ensure the health, safety, and welfare of citizens.
<i>Historic Districts/Scenic Vistas</i>	Use and expand ordinances to protect and preserve these defining community assets.
<i>Home Occupation</i>	Encourage home occupations with the minimum impact on existing neighborhoods.
<i>Industrial Performance Standards</i>	Ensure appropriate industrial development within designated areas of the community.
<i>Manufactured housing</i>	Ensure the safety, health and welfare of mobile home occupants and mobile home owners regardless of the date manufactured
<i>Mobile Home Park</i>	Placement and design of mobile home parks within the designated growth areas in the town.
<i>Off Street Loading</i>	Minimize traffic congestion associated with commercial development.
<i>Oil and Chemical Storage</i>	Regulate the location and containment of combustible material that can

<b>Public Issue or Concern:</b>	<b>Performance Standard:</b>
	migrate to surface and ground waters.
<i>Parking Requirements</i>	Establish and regulate the number of parking spaces to be provided for different types of development.
<i>Pesticide Application</i>	Protect the public from dangers associated with pesticides including notice requirements and limits on timing of applications.
<i>Refuse Disposal</i>	Regulate the disposal of solid and liquid wastes in relation to resources that can transport them or be contaminated by them.
<i>Road Construction</i>	Develop in conjunction with the State Department of Transportation regarding road construction in new developments.
<i>Sedimentation and Erosion</i>	Minimize the volume of surface water runoff during and after development.
<i>Signs</i>	Regulate placement of signs, sign size, and sign type.
<i>Soils</i>	Ensure development is located on appropriate soils.
<i>Storage Materials</i>	Orderly storage of material in residential areas to promote and preserve the character of the neighborhoods
<i>Topsoil and Vegetation Removal</i>	Prevent soil erosion and destruction of topsoil during construction.

### Public Survey and Public Meeting results

The results of the public survey in the Spring of 2004 indicate that respondents generally favor marine-based industries and boat building with far clearer support for installation of launching and docking facilities. There was very clear support for incentives for development to take place in the downtown and for similar incentives to support the creative economy (galleries, artisans, education) within the city. See Section K – Survey Results for extensive additional information about development preferences. Support for housing alternatives especially favored single family residences with fairly strong support for multi-family homes as well. Opinions on mobile home parks were mixed as is often the case and many support some restrictions on mobile homes. Subsidized housing in general was favored by most especially for the elderly. This support for elderly housing extended to an expressed need for non-subsidized units as well. Respondents recognize the need to upgrade existing sub-standard housing and strongly support adding inspection of rental properties to building codes.

The Comprehensive Plan Committee sought input from the public and the city Council in December, 2004 on three particular areas of the city in order to complete the district boundaries and definitions on Maps 13 and 13b that describe proposed land use in the city. The three areas include the city owned land at the north end of Nashs Lake, the residential portion of South Street near the hospital and commercial area, and the area along Route 1 where the new international bridge will be located.

The city-owned property at Nashs Lake is currently zoned recreation and open space and inquiries over the years suggested that it be used for residential purposes. All who spoke at the public meeting indicated support for the position that the property belongs to the city and the people of Calais and that it is an important community asset. The lake is pristine and the dam, in some ways, has more historical significance to Calais than St. Croix Island. Comments noted that the city needs better access to the lake but that it be low impact. With this input the Comprehensive Plan recommends low impact use of the city – owned land at Nashs Lake including a boat access, picnic area and trails.

The public discussion recognized that the are of South Street under review is narrow with no shoulders or sidewalks and that many lots in this area are too small for on-site parking if they were to be used for commercial use. Some noted that sufficient commercial land is also available on North Street and downtown and that several property owners have recently made significant investments upgrading their residences. Others noted that additional commercial traffic might also impede emergency vehicles that need to reach the hospital in this area. Changing the district to allow more commercial uses would therefore not only be unsafe but could lead to further draining of vitality from the downtown area. Proposed land use in this area will therefore continue as residential.

The area near the bridge was more difficult to reach a final decision. Public discussion indicated concern that development in this area not drain vitality from the downtown business areas. However others noted that restricting commercial activity entirely would push development out to Baring along Route 1. The city is spearheading a discussion with St. Stephen, NB and other communities in the St. Croix valley to discuss the regional impacts of the new international bridge on economic development. The city decided to leave the proposed districts as they are at present. Future options include limiting commercial uses to transportation related activities and services (warehousing, brokerage, oil and fuel services, etc.) but to not simply let the market dictate what takes place in the area. The city left the option open for a moratorium on development if necessary to complete on-going studies over the next few years in advance of the actual construction of the bridge.

## REGIONAL COORDINATION

Calais has physical boundaries with the municipalities of Robbinston and the unorganized plantation of Baring as well as strong physical and economic connections with St. Stephen NB. over the international bridge. Economic connections are also very strong among the other communities along the Route 9 and Route 1 transportation corridors including Alexander, Baileyville, Perry and the Port in Eastport. Some of the larger regional communities have adopted town wide zoning including Baileyville and Eastport. Baring Plantation is regulated by the Land Use Regulation Commission.

Calais supports a regional approach to transportation planning that will ensure an efficient link to the port of Eastport including rail and highway transportation corridors and necessary auxiliary facilities, such as marshaling yards, in other communities. As the region draws more visitor traffic it is important to maintain and/or separate corridors for visitors and truck traffic.

The city's economy is intertwined with its neighbors and growing in significance as an employment center. In 1990 Calais employed 742 people from neighboring towns. By the year 2000 that number grew to 963. Neighboring communities will continue to be home to people employed in Calais. Likewise more individuals are now living in Calais and working in the surrounding region. In 1990 there were 496 people from Calais working in neighboring towns; by 2000 there were 547 individuals doing so.

Several surrounding communities send their children to Calais High School, including Alexander, Baring Plantation, Charlotte, Cooper, Crawford, Indian Township, Meddybemps, Pembroke, Perry, Pleasant Point and Robbinston. The Regional Technical and Vocational Center is co-located with the high school and serves students from Calais, Baileyville and Eastport. Over the years this has helped build understanding of common concerns.

The city of Calais participates actively in the following efforts and organizations:

- Washington County Emergency Medical Service Authority, the parent of Downeast EMS, the regional ambulance service providing coverage to 25 towns in three counties.
- Sunrise County Economic Council
- Maine's participation in the Gulf of Maine Initiative
- Washington County Solid Waste Management District
- Washington County Council of Governments
- Maine Municipal Association
- Downeast Resource Conservation Development District

## POLICIES AND IMPLEMENTATION STRATEGIES

Based on the concerns of Calais residents, as expressed through public meetings, local surveys and city officials, the city of Calais has developed the following policies and implementation strategies:

<b>Goal:</b> Encourage orderly growth and development in specific areas of the community, particularly downtown, while protecting Calais' rural character, making efficient use of public services and preventing sprawl.			
<b>Policy</b>	<b>Implementation Strategy</b>	<b>Responsibility</b>	<b>Timeframe</b>
<b>Encourage Development in Growth Areas</b>			
Continue to encourage growth and development in and adjacent to the urban areas where there is, or likely to be, access to central water and sewer and adequate roads.	Permit infill development at similar densities and dimensions compatible with existing development within the growth district	City Council; Planning Board	Immediate
	Encourage pedestrian and vehicular connections between adjacent commercial sites during site plan review	Planning Board	Immediate
	Make adequate land available for light industry and commercial uses in areas appropriate for such uses.	City Council; Planning Board	Immediate
	Encourage the construction of multi-family housing, affordable housing and cluster development that provide open space amenities.		
	Require growth related public facilities be located within growth area.	City Council	Immediate
<b>Transitional Growth Areas</b>			
Provide an area adjacent to existing urban area for future residential and light industrial growth.	Extend water and sewer services to the R-2 and C-3 districts located along Route 1 between urban area and Hardscrabble Road	City Council	Long Term (3-5 years)
<b>Retain Character of Rural Areas</b>			
Strive to limit sprawl along Route 1 beyond Hardscrabble Road and other City roads where they extend into the outlying areas of Calais.	Resolve not to expand any existing commercial or urban (high density) residential growth districts further into rural areas – so as to limit sprawl, reduce traffic congestion and improve traffic safety along Route 1.	City Council	Immediate
Maintain the open space and rural character of outlying areas.	Continue to require residential developers of 5 or more lots in the R-4 and R-3 zones to submit two preliminary sketch plans. One conventional plan and one cluster plan (allow a density bonus for cluster development).	Planning Board	On-going
	Continue to utilize net buildable acreage calculations in subdivision and site plan ordinances to determine minimum lot size.	Planning Board	On-going
	If additional protection of rural areas appears necessary in the future, consider the	Planning Board	As needed

<b>Goal:</b> Encourage orderly growth and development in specific areas of the community, particularly downtown, while protecting Calais' rural character, making efficient use of public services and preventing sprawl.			
Policy	Implementation Strategy	Responsibility	Timeframe
	following options: <ul style="list-style-type: none"> <li>• Larger minimum lot size.</li> <li>• Change in district boundaries.</li> <li>• Requiring large road frontages on existing roads (i.e. Route 1)</li> </ul>		
<b>Mixed Uses</b>			
Permit a mix of compatible uses in a number of districts within the City, with the goal of reducing vehicle trips and vehicle trip lengths.	Permit corner grocery stores and other convenience stores within the city with additional standards to require sufficient parking and traffic flow as well as limiting the total number of such businesses within a neighborhood.	City Council; Planning Board	Short Term
	Permit residential uses in the upper floors of commercial districts	Planning Board	On-going
<b>Ordinances and Regulation</b>			
Develop necessary land (private and city-owned) use regulations, consistent with the goals and guidelines of this Comprehensive Plan.	Review zoning ordinance, shoreland zoning ordinance, subdivision regulation, mobile home park ordinance, and floodplain management ordinance to determine any required changes and to ensure the ordinances and regulations are consistent with the Plan.	Planning Board; Code Enforcement Officer; Board of Appeal	Short term (within 2 years)
Adopt a goal to have 70% of new residential construction in the city to occur in the designated growth area.	Track building permits and report annually to City Manager if the percentage of residential development in the growth area drops below this goal within any 24 month period.	Code Enforcement Officer; City Manager	On-going
	If above goal is not reach appoint a committee to review the zoning ordinance, subdivision ordinance and other non-regulatory policies and make recommendations for changes to strengthen these items within 9 months of being appointed.	Code Enforcement Officer ; City Council	As needed.
Ensure that road access to backland (land that does not have frontage on a public road) is retained as land is developed.	Continue to require a minimum 50-foot right-of-way for access to backland and require that a right-of-way serving 3 or more dwelling units be built to City standards (see Section 12.I.4 Road and Sidewalk Standards).	Planning Board	On-going
<b>Downtown Revitalization and Economic Development</b>			
Support downtown revitalization strategies for utilizing vacant downtown buildings.	Restrict first floors from residential use but allow them to accommodate other commercial uses (not just retail).	Planning Board; City Council	On-going
	<u>Work with Planning Board and business owners to rezone areas with unique specific resources that are appropriate for development.</u>	<u>Planning Board; City Council</u>	<u>On-going</u>
	Obtain permission from absentee landlords	CEO	Immediate



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Policy	Implementation Strategy	Responsibility	Timeframe
	to allow empty windows to feature historic or artistic displays.		
Support retail and tourism based development in the downtown core and inhibit retail and "strip" development along Route 1 in compliance with state Access Management laws and the surveyed wishes of residents.	Develop a downtown TIF <sup>2</sup> district with specific encouragement to businesses supporting the "creative economy" (artisans, galleries, restaurants).	CEO; Planning Board; City Council	Immediate
	<u>Support economic development that uses new or underutilized modes of transportation: i.e. marine, rail, pipeline and other transmission corridors.</u>	<u>Planning Board/City Council</u>	<u>On-going</u>
	Support implementation of waterfront development plans including those specifically supported in the survey (performance stage on the triangle, recreational facilities, commercial development along the waterfront).	City Council	On-going
	Consider development of an impact fee to support the additional tax burden of new/expanded services for major developments if they cannot be accommodated by existing capacity	City Council; Water and Sewer Departments	Short Term
	Develop secondary access road(s) and combine accesses among commercial and industrial uses along Route 1.	CEO; Planning Board; City Council	Immediate
<b>Economic Diversity/Traditional Use</b>			
Consider and incorporate diverse interests to whom marine resources are of critical importance including traditional fishermen, recreational boaters, and those who just love the view.	Develop waterfront facilities that serve recreational and commercial interests.	Planning Board; City Council	On-going
	Explore dredging of St. Croix channel.	Planning Board; City Council	On-going
	Preserve options for mooring and anchoring areas.	Planning Board; City Council	On-going
	Revise Shoreland Zoning Ordinance to include Maritime Dependant Activities Zone along the river.	City Council; Planning Board	Short-Term
	Consider development of fee structure from waterfront facilities to cover maintenance costs.	City Council	Short Term

2 TIF – Tax Increment Finance District – a local economic development project financing program, that uses tax revenues generated from new capital investments, i.e. tax "increment," to reduce bond debt issues for a project, or to pay the investing company (developer) directly for project costs incurred. Works by "sheltering" real and property taxes against adverse adjustments to State subsidies and County taxes based on total valuation.

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<b>Policy</b>	<b>Implementation Strategy</b>	<b>Responsibility</b>	<b>Timeframe</b>
Attract new commercial and industrial development in appropriate areas.	Implement, market and provide state of the art infrastructure and services to the city particularly in designated Pine Tree Zones.	City Council	Immediate
	Sell or lease suitable city-owned and private sites.	City Council	On-going
Retain affordable and adequate housing options for young people just starting families, elderly people, and low income people appropriate for their needs.	Encourage renovation and rehabilitation of existing properties and seek additional grant money for these purposes.	City Council; City Manager	On-going
	Ensure city ordinances do not inhibit construction of <u>residential development</u> , <u>particularly</u> affordable housing.	City Council; City Manager	On-going
<b>Enforcement</b>			
Enforce ordinances fully and fairly.	Ensure ordinances contain proper legal language and definitions.	City Council	On-going
	Management and elected officials support the code enforcement department.	City Council	On-going
	Provide adequate time for the code enforcement officer to ensure compliance.	City Council	On-going
<b>Regional Coordination</b>			
Continue to cooperate and coordinate with neighboring communities on issues and opportunities which cross municipal borders.	Continue serving in a leadership role in regional groups and organizations including the Washington County Council of Governments.	City Council	On-going
Support regional transportation enhancements (rail, air, bridge, road) that retain and develop the Calais industrial park	Participate in regional economic development effort to capitalize on positive impacts of new international bridge on Calais and Baileyville industrial parks and downtowns of Calais and St. Stephen, N.B.	State DOT; City Council, Ste. Croix Economic Alliance	On-going
	Support investment in rail development in Calais industrial park	City Council; Maine DOT	
	Work with other communities and legislators for continued (and accelerated) improvements by the Maine D.O.T. to Routes 1 and 9.	City Council	On-going

## SUMMARY

Land use in Calais has changed significantly over the years. In 1900 the local population was over 7,500 and the waterfront was dotted with wharves. The city's current population is about 3,447 and all but one of the wharves are gone. Main Street still exists as a commercial district and historical area, yet commercial activities have spread out along arterial streets. Most of the local population lives in a central district bordered by the river and South Street extending south through Milltown to the Moosehorn Wildlife Refuge.

The city made significant updates to the zoning districts in the city after the adoption of the 1992 Comprehensive Plan. The concentrated pattern of development, both commercial and residential, within the city center creates a city many residents enjoy as walkable and accessible. The proposed land use map in this update reflects the existing zoning map to a large degree. It also confirms input from survey respondents and the city council to support downtown revitalization and development, careful planning for development near the new international bridge and low impact recreational development of the city owned land at Nashs Lake.